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DRAFT, ☐ ☐/ph
13 July 1968

MEMORANDUM FOR: Chairman, Joint Chiefs of Staff
SUBJECT: Unconventional Warfare Requirements in Denied Areas
REFERENCE: SM-1078-59, dated 27 October 1966, Subject:
Unconventional Warfare Requirements

1. By Reference, JCS indicated that agent assets externally held in CONUS do not meet the requirements for Priority I/Category I areas within USCENTCOM's area of responsibility. The memorandum requested that CIA initiate new programs where applicable to assure that assets developed for such areas be located, if possible, within the area of potential operations or, as a minimum, within the geographical area of responsibility of the commander concerned.

2. From a careful review of all references regarding the subject, I believe that our mutual interests will be served if we reach a common understanding concerning CIA's capabilities and limitations to develop in-place agent assets in the denied areas of Europe. In addition, I believe we can both profit from a frank discussion as to why CIA cannot accomplish as much as we would like on UW requirements which are to be undertaken in wartime.

3. Attached at Tab A is a CIA concept which discusses our capabilities and limitations and contains a proposal which we feel offers a reasonable chance of success in support of theater commanders' wartime UW operations. The concept has been informally discussed with members of the Joint Staff. Not mentioned in the paper, but which I think is pertinent, is the fact that our past capabilities to accept UW requirements in denied areas do not reflect the amount of effort we have expended but rather the practical limitations under which we must operate. We will, of course, continue our efforts to develop assets in denied areas in response to our peacetime requirements and train them whenever practicable for wartime missions. In addition, whenever such assets are located within or reasonably close to an area selected for deployment of Special Forces Teams, every effort will be made to train the asset to be a contact man for the team. Even in such a case, however, we could

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not feel justified in accepting a UW requirement against the potential survivability of such assets. It is for these reasons that we have undertaken the development of externally held asset programs.

4. Although our proposal places great reliance upon assets externally held within CONUS, we believe that, given a period of progressive alerts during a worsening international situation, they can be prepositioned in overseas holding areas prior to the actual outbreak of hostilities (GAO). In order to more speedily deploy the agent assets into the military commanders' preplanned UW target areas, we are finalizing plans for: alerting and assembling the agents; issuance of required documentation, clothing and equipment and special material; overseas reception and location of secure areas for the agents; communications; final briefings on target areas and missions; case officers to handle the agents; and transportation into the target areas. If the situation allows implementation of our prepositioning plans, the theater commander will then have under his control a CIA Force which could respond to UW requirements on D-day. On the other hand, if the situation precludes pre-D-day overseas positioning of the assets, our plans are still valid except that our CONUS held assets can only meet military requirements for Priority II operations (D/30 to D/90 days).

5. Your views on the attached proposal will be welcomed.

☐ Lieutenant General USA ☐
Deputy Director

1 Attachment:
Tab A, as stated

Signature Recommended:

Deputy Director (Plans)

WPS/GLO: ☐ :ph (12 July 1963)

Distribution: